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RUEHGB/AMEMBASSY BAGHDAD 0070  
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RUEHBJ/AMEMBASSY BEIJING 5881  
RUEHBUL/AMEMBASSY KABUL 0018  
RUEHMO/AMEMBASSY MOSCOW 1993  
RUEHUL/AMEMBASSY SEOUL 3063  
RUEHKO/AMEMBASSY TOKYO 2758  
RUEHSH/AMCONSUL SHENYANG 0391  
RUEKJCS/SECDEF WASHINGTON DC  
RHEHNSC/NSC WASHDC  
RUCPDOG/DEPT OF COMMERCE WASHDC  
RUEHLMC/MILLENNIUM CHALLENGE CORP WASHDC  
RUEHNO/USMISSION USNATO 0113  
RUEHGV/USMISSION GENEVA 0341  
RUCNDT/USMISSION USUN NEW YORK 0534

C O N F I D E N T I A L SECTION 01 OF 02 ULAANBAATAR 000681

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STATE FOR EAP/CM, NEA/I-PM AND INR/EAP

E.O. 12958: DECL: 12/07/2017

TAGS: [MARR](#) [MOPS](#) [PREL](#) [PGOV](#) [IR](#) [MG](#)

SUBJECT: SURVEY OF MONGOLIA'S IRAQ DEPLOYMENT REQUIREMENTS

REF: SECSTATE 150164

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Classified By: Ambassador Mark C. Minton for Reason 1.4(d).

¶1. (C) SUMMARY: Per reftel, Post has assessed requirements that the Mongolian Government (GOM) would have to meet in order to deploy troops to Iraq, in various scenarios. Mongolia could not legally participate in Operation Iraqi Freedom (OIF) under any of the four scenarios set forth in reftel. As we understand it, it is illegal for Mongolia to deploy troops beyond its borders without an approved UN mandate. Furthermore, Mongolian law does not allow Mongolian troops to participate in active combat missions beyond those required for national defense or border protection. Participation in OIF or Operation Enduring Freedom (OEF) is formally referred to as participation in a "reconstruction and stabilization operation in support of Iraq." Normally, the Mongolian Armed Forces process a deployment request through the General Staff to the Defense Ministry, for consideration by the National Security Council (composed of the President, Prime Minister and Speaker). The NSC then debates the deployment privately and makes a recommendation to the Cabinet, which approves or disapproves, though it rarely if ever disapproves a decision by the nation's three most powerful leaders. So far, military deployments have escaped Parliamentary debate and have not required Parliamentary voting for approval. END SUMMARY.

¶2. (C) Per reftel, Post has carried out an internal assessment into requirements that the Mongolian Government (GOM) would have to meet in order to deploy troops to Iraq, in various scenarios. To recap, these scenarios include:

¶A. The U.S. concludes an agreement with Iraq that troop-contributing countries could join as parties (either after the fact, or as a full participant in negotiations).

¶B. The U.S. concludes a bilateral agreement with Iraq that allows troop-contributing countries to sign up for

"third-party" rights and obligations without joining as parties.

¶C. Q7#Qg

through an international mechanism or through provisions in the U.S.-Iraq bilateral agreement that would apply to all forces under U.S. command.

#### DECISIONS ON MILITARY DEPLOYMENTS

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¶3. (C) Normally, the Mongolian Armed Forces initiates a deployment request through the General Staff to the Defense Ministry, for consideration by the National Security Council.

The NSC then debates the deployment privately and makes a recommendation to the Cabinet, which approves or disapproves, although it rarely if ever disapproves a decision made by the country's three most powerful leaders. (For the 8th rotation, COS Togoo was called in to answer questions before the Cabinet gave its approval.) The President is Commander in Chief. So far, military deployments have escaped Parliamentary debate and have not required Parliamentary voting for approval.

#### NO LEGAL GROUNDS FOR PARTICIPATION

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¶4. (C) Simply put, Mongolia could not legally participate in Operation Iraqi Freedom (OIF) under any of the four scenarios outlined above. As we understand it, it is illegal for Mongolia to deploy troops beyond its borders without an

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approved UN mandate. Furthermore, Mongolian law does not allow Mongolian troops to participate in active combat missions beyond those required for national defense or border protection. Participation in OIF or Operation Enduring Freedom (OEF) is formally referred to as participation in a "reconstruction and stabilization operation in support of Iraq."

#### EXECUTIVE DECISION INSUFFICIENT

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-----EVR08e time frame for a decision on these matters would be months, not weeks, and could stretch out more than one year.

¶6. (C) We believe that if OIF loses its UN mandate, it will be very difficult -- but not impossible -- for supportive Mongolian politicians to bring about a rapid change in the law to continue participating. (Comment: We feel it would be best to engage Foreign Ministry lawyers to develop a more comprehensive response/understanding. End Comment.)

#### UNSC RESOLUTION VITAL

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¶7. (C) A UN Security Council resolution would be necessary, or at least very beneficial, for Mongolia to continue its participation in Iraq. It is unclear whether a Chapter VII authorization for military action would help or hinder the GOM make a political decision to continue support; military action is expressly forbidden, but the Mongolian Armed Forces could participate in stabilization or reconstruction efforts.

#### RESOURCE LIMITATIONS

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¶8. (U) Mongolia faces significant limitations on both financial and military resources. In addition, Mongolia suffers from chronic poverty, weak infrastructure, health care challenges and an inadequate welfare system.

#### UNTESTED BY CASUALTIES OR COMBAT LOSSES

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¶9. (C) To date, Mongolian forces have not suffered combat

deaths, though they registered one death last month in Sierra Leone due to illness. They have sustained minor scratches and bumps while under fire in Iraq. Otherwise, Mongolian popular and political resolve is untested.

BOOST FROM MCC COMPACT

¶10. (C) Members of the public, and some in Parliament, have begun to ask whether the benefits of participation in Iraq are worth the financial expenditure and potential combat casualty when there is so much social and economic need at home. However, the successful signing of the \$285 million Millennium Challenge Corporation Compact for Mongolia has mitigated some of the bad feelings toward international military deployments. We believe that most Mongolians feel there is now something to show for their continued participation, and are less negative about a continued presence in Iraq.

¶11. (SBU) Post will report promptly any change in Mongolian law or policy with regard to overseas deployments.

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